



Interview Summary: Inspector Marcel Beaudin (Ontario Provincial Police)

Inspector Marcel Beaudin was interviewed by Frank Au, Mark Pritchard, Eric Brousseau, and Misha Boutilier on August 5, 2022. Questions about this summary should be directed to Eric Brousseau.

Background

Marcel Beaudin is an Inspector with the Ontario Provincial Police (**OPP**), in the Indigenous Policing Bureau (**IPB**). Inspector Beaudin is responsible for the oversight of four program areas, namely the Provincial Liaison Team (**PLT**), Missing and Murdered Indigenous Women and Girls (MMIWG) Team, Ontario First Nations Policing Agreement (**OFNPA**), and the Indigenous Awareness Training Unit (**IAT**).

Inspector Beaudin started policing in 2003. He took the Aboriginal Relations Team (**ART**) course in 2005 and became a member of ART which eventually became PLT. In 2008, he joined the East Region tactics and rescue unit; later, he joined the Central Region's team. Thereafter, he joined the OPP's Indigenous Policing Bureau in 2014.

In 2016, Inspector Beaudin was promoted to Staff Sgt as the Provincial Coordinator for the OPP's PLT. He has been involved in all PLT responses to protests, demonstrations and occupations since 2016. Since April 2020, Inspector Beaudin has overseen the four IPB program areas mentioned above.

Role of the OPP's PLT

PLT is a frontward-facing tool to look at strategies, planning, and building front-end relationships with participants during demonstrations, among other duties. It entails being as engaged as possible in communities where there may be demonstrations. PLT's role is to be engaged as soon as possible and start working with event organizers to ensure that the events are lawful, peaceful, and safe.

The Ipperwash Inquiry was a watershed moment in the history of the OPP. As a result of the recommendations, the IPB was recognized as a critical part of the organization, with the Framework for Police Preparedness for Aboriginal Critical Incidents, as it was initially known (the **OPP Framework**) embedded as a critical policy (with the full support of the OPP).¹ Also, further to the recommendations, the OPP provided the ART with a commiserate level of support from OPP Command to ensure that it continued to flourish within the organization. The primary purpose of ART was to engage in outreach and build relationships with First Nations communities and their members. The OPP also had a

¹ The Framework's current title is Framework for Police Preparedness for Indigenous Critical Incidents [OPP00004566].



Major Event Liaison Team (**MELT**), the primary purpose of which was outreach to non-Indigenous stakeholders and members of the public during major events. Eventually, ART and MELT were combined to form the PLT. The skill sets as between ART and MELT were similar and it was felt that merging them would avoid the perception of having two-tiered policing. PLT falls within the command of IPB.

PLT members are supposed to actively engage with demonstration organizers and participants throughout an event. Their work is done by speaking with people at the demonstration and relaying this information to the other members of the team, and those identified as part of the integrated response in what are called “PLT logs.”

Inspector Beaudin referenced crowd-dynamics studies that show that in a typical 100-person crowd, 80 are law abiding, 15 are on the fence, and 5 are more likely to engage in criminal behaviour. Part of PLT’s role is to give the 95 people who are law abiding or on the fence a chance to leave so that Public Order Units (**POUs**) only have to deal with the remaining five people. This is done through education before enforcement, among other strategies.

PLT builds trust with demonstrators by engaging with them and following through on agreements. PLT tries to identify win-wins for all sides. The team also tests compliance and tries to identify who is willing to work with police and who is not as well as leadership within a group. It may be more challenging where a demonstration is hijacked by fringe groups, bad actors or individuals with diverse goals and who wish to see differing outcomes

PLT has 25 full-time members and 100 part-time members, as well as a full-time analyst. PLT reports to a Provincial Coordinator (Staff Sergeant Giselle Walker), who reports to Inspector Beaudin.

[Inspector Beaudin and PLT’s Role in Responding to Demonstrations in Ottawa](#)

PLT engaged with convoy participants prior to and as they entered Ontario. This is part of “pre-incident planning,” as that phrase is used in the Canadian Association of Chiefs of Police National Framework on Police Preparedness for Demonstrations and Assemblies (**National Framework**),² and as set out in the OPP Framework. PLT provided updates and information to other impacted police agencies, including the Royal Canadian Mounted Police (**RCMP**), the Parliamentary Protective Service, the Sûreté du Québec, the Service de police de la Ville de Gatineau, and the Ottawa Police Service (**OPS**).

Inspector Beaudin became personally involved in PLT’s work around February 2, 2022. On that day and in the days thereafter, he made it clear to members of the OPS, including Superintendent Mark Patterson, that the OPP was concerned about the potential use of

² COM00000666.



their PLT logs for purposes of obtaining a Superior Court injunction against the demonstrations. This would undermine the relationship of confidence and trust with the demonstrators which is necessary to a functional PLT. Inspector Beaudin made it clear that he and PLT would assist OPS however he could. Inspector Beaudin traveled to Ottawa the evening of February 2, 2022.

On February 3, 2022, Inspector Beaudin attended the OPS PLT office at City Hall in Ottawa. He observed numerous OPS and OPP PLT members who were “sitting around” rather than engaging with demonstrators and the community at large, which Inspector Beaudin questioned in relation to the utilization of PLT. At 10 a.m. that morning, Inspector Beaudin met with OPS Superintendent Jamie Dunlop, OPS Sergeant Louis Carvalho, OPS Staff Sergeant John Ferguson, Dr. Peter Collins, and others. The purpose of the meeting was to discuss how the OPS and OPP PLT teams could be more effectively used during the ongoing demonstrations. Inspector Beaudin was concerned by Dr. Collins’ involvement as he did not have PLT training, may have led to a confusion of roles and was not consistent with the National Framework.

Inspector Beaudin later attended to downtown Ottawa to observe the state of the demonstrations. At 4 p.m. on February 3, 2022, Inspector Beaudin was present during a virtual meeting with OPS Chief Peter Sloly and Dr. Collins, among others. Dr. Collins expressed the view that PLT had done as much as was possible, and that PLT would be overseen from a negotiator standpoint, which Inspector Beaudin thought was incorrect given their improper utilization to that point, as well as the lack of use of the National Framework which the OPS PLT members were trained in.

On February 5, 2022, Inspector Beaudin continued to meet with OPS members and discuss the situation in Confederation Park and how best to use PLT. He also observed some confusion as to who the OPS Incident Command was – he believed it was Superintendent Dunlop but was told later that day that it had switched to Superintendent Patterson. PLT successfully negotiated with demonstrators to clear Confederation Park.

On February 6, 2022, Inspector Beaudin continued to meet with members of the OPP and OPS regarding how best to utilize the forces’ respective PLT’s. He also spoke specifically about a planned police intervention in the Rideau and Sussex area, and how to use PLT in advance of that action. PLT was asked to negotiate removal of fuel from the Coventry Road fuel depot, and upon individuals leaving Coventry Road, they were subsequently arrested. The arrests had potentially damaging effects for the legitimacy of PLT and trust with the demonstrators.

On February 7, 2022, Inspector Beaudin returned to the OPP’s headquarters in Orillia. He spoke with Deputy Commissioner Rose DiMarco in the morning, and later with Commissioner Thomas Carrique and Deputy Commissioner DiMarco, among others. Inspector Beaudin proposed that some of the OPP PLT members could work “peripherally,” meaning not under the command of the OPS. The suggestion was not accepted as a viable option because the OPP did not otherwise have jurisdiction over the ongoing demonstrations in Ottawa.



On February 8, 2022, Inspector Beaudin spoke to OPP officer Mike Acton, and advised Acton to coordinate and work through OPS Staff Sergeant Ferguson, who was in charge of OPS PLT. Inspector Beaudin also spoke to OPP Superintendent Dan Alakas, who told Inspector Beaudin words to the effect that the OPP would be taking over operations in Ottawa, although this ultimately did not come to pass.

On February 9, 2022, Inspector Beaudin was advised by Deputy Commissioner DiMarco that the Deputy Minister of Public Safety Canada, Rob Stewart, wanted to speak to Inspector Beaudin the next day.

On February 10, 2022, Inspector Beaudin spoke with Mr. Stewart, Jeff Hutchinson of the Privy Council Office, and Leslie Jean and Staff Sergeant Giselle Walker (both OPP PLT). Mr. Stewart and Mr. Hutchinson were interested in diffusing the ongoing conflict and providing incentives for the demonstrators to leave Ottawa. Inspector Beaudin understood that the Deputy Minister was looking for information to inform potential advice to the Minister. Inspector Beaudin debriefed OPP Commissioner Carrique and OPS Acting Deputy Chief Patricia Ferguson on this meeting.

On February 11, 2022, Inspector Beaudin met virtually with Mr. Stewart and Mr. Hutchinson again. The plan at that point was to offer a meeting in exchange for demonstration leaders demanding that the trucks exit downtown Ottawa and denounce any criminal activity. Inspector Beaudin then briefed Acting Deputy Chief Ferguson, who was in agreement with the plan. Later that day, Inspector Beaudin also exchanged emails with OPP Superintendent Alakas about the actions being taken in Windsor and what kind of reaction that might create among the demonstrators in Ottawa.

On February 12, 2022, Inspector Beaudin received an email from Commissioner Brenda Lucki of the RCMP. Inspector Beaudin conferred with Commissioner Carrique and then responded to Commissioner Lucki. The RCMP were seeking an assurance that the government's commitment to engage with the demonstrators was solid before proceeding with the plan that Inspector Beaudin had discussed with Mr. Stewart and Mr. Hutchinson. Inspector Beaudin could not guarantee the government's involvement but understood the need for follow through.

On February 13, 2022, Mr. Stewart told Inspector Beaudin that he could not secure a commitment by the government to meet with the demonstrators. He advised Inspector Beaudin that he would need a letter from Commissioner Lucki to do so.

Inspector Beaudin briefly returned to his other duties on February 14, 2022. However, upon Chief Sloly's resignation on February 15, 2022, Inspector Beaudin was directed to go back to Ottawa to be part of the integrated command team that was being formed. As of February 15, 2022, the police posture in Ottawa had changed, and PLT's role had changed from negotiating with demonstrators to advising them that they had to leave and police enforcement action was imminent.



CACP National Framework

Inspector Beaudin was involved in the development of CACP's National Framework, which is partially modeled on the OPP's own policy for dealing with demonstrations, which was developed in 2000 and is one of 19 critical policies within the OPP.

The seven themes which informed the CACP's National Framework are: (1) education before enforcement, (2) relationship building, (3) measured approach, (4) facilitate lawful/peaceful demonstration, (5) impartiality, (6) communication at all stages of conflict, and (7) interoperability.

Inspector Beaudin has trained police officers across Canada on the National Framework's implementation, including a group of approx. 20 OPS officers in September 2021. When Inspector Beaudin conducted training on the framework for the Winnipeg and Hamilton police forces, senior leadership attended the course to learn about how to work through the Framework. By contrast, in Ottawa, minimal senior leadership attended the training.

The National Framework adopts the "measured approach" and stresses PLT impartiality – PLT recognizes that they are not responsible for the underlying issues of a demonstration, however they are more concerned when the reason for the demonstration could be polarizing and is likely to generate counter-demonstrations. Otherwise, PLT's role is to ensure lawful, peaceful, and safe events without regard to what is being demonstrated.

Lessons Learned

Inspector Beaudin believes that had a measured approach/strategy had of been in place, the occupation in Ottawa would have been ended much earlier. Inspector Beaudin does not know if the OPS have adopted the CACP's National Framework or implemented a similar policy.

Inspector Beaudin was also advised that the OPS were operating on an "all or nothing approach" at times during the demonstrations – either all trucks departed an area, or none did. This did not enable PLT to do part of its job which is encouraging both sides to make small, incremental concessions, reducing the footprint and potentially having strategic targeted enforcement

PLT was successful in clearing Confederation Park, but the Coventry Road enforcement action highlights the need for greater integration of PLT around the decision-making table. In that case, PLT was "talking the fuel" out of the Coventry Road fuel depot, only to have other officers making arrests when demonstrators left the depot with the fuel. This undermined PLT's relationship with the demonstrators and could have severely restricted their ability to do their job going forward.